

**City of Greensboro Planning Department
Zoning Staff Report and
Plan Amendment Evaluation
October 8, 2007 Public Hearing**

The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.

Item: B
Location: 600 – 602 Eagle Road (south side of Eagle Road east of Bridford Parkway)

Applicant: Wendover South Associates Limited Partnership
Owner: Wendover South Associates Limited Partnership

GFLUM

From: Commercial
To: Mixed Use Residential

Zoning

From: CD-HB & CD-CP
To: CD-RM-12

Conditions: 1) Uses: Multifamily dwellings.
2) The maximum number of multifamily dwellings permitted on the property shall be 189.
3) There shall be a clearly-defined pedestrian connection to the proposed GB zoning district to be constructed by the applicant on adjacent property.

SITE INFORMATION	
Maximum Developable Units	189
Net Density	10.4 units per acre
Existing Land Use	Undeveloped
Acreage	18.17
Physical Characteristics	<i>Topography:</i> Generally flat <i>Vegetation:</i> Small trees, overgrown with brush <i>Other:</i> N/A
Overlay Districts	SCOD-2
Historic District/Resources	N/A
Generalized Future Land Use	Commercial
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
North	Undeveloped & parking for Holiday Rambler RV dealership	CD-HB
South	Greensboro Urban Loop	CD-RM-12
East	Scattered Single Family Residences	CD-RM-8
West	Undeveloped	CD-HB

ZONING HISTORY		
Case #	Year	Request Summary
3011	2002	This property was rezoned from CD-CP to CD-HB by the Zoning Commission in February 2002.
2105	1987	This property was originally zoned to Conditional Use – Industrial O upon annexation into the City on March 31, 1987. That zoning classification was subsequently converted to CU-CP (CD-CP) upon implementation of the UDO on July 1, 1992.

DIFFERENCES BETWEEN CD-HB & CD-CP (EXISTING) AND CD-RM-12 (PROPOSED) ZONING DISTRICTS	
<p>CD-HB: Primarily intended to accommodate retail, service, and distributive uses which are typically located along thoroughfares. The district is established to provide locations for establishments which cater primarily to passing motorists and require high visibility and good road access. Developments in this district generally have substantial front setbacks. The existing CD-HB District contains the following conditions:</p> <ol style="list-style-type: none"> 1) Uses: All uses allowed in the SC zoning district and the following four uses: (a) Motor Vehicle Sales (new and used), (b) Automobile Rental and Leasing, (c) Automobile Repair Services, Major, and (d) Automobile Repair Services, Minor. 2) The total square footage of the street planting yard along Bridford Parkway shall be 1 ½ times that which is required by the ordinance, and the planting rate in such planting yard shall be 1 ½ times that which is required by the ordinance. 3) No outside storage of any materials (excepting automobiles/light trucks). <p>CD-CP: Primarily intended to accommodate office, warehouse, research and development, and assembly uses on large sites in a planned, campus-like setting compatible with adjacent residential uses. The district may also contain retail and service uses which customarily locate within planned employment centers.</p> <p>CD-RM-12: Primarily intended to accommodate multifamily uses at a density of 12.0 units per acre or less. See Conditions for additional restrictions.</p>	

TRANSPORTATION	
Street Classification	Bridford Parkway – Minor Thoroughfare, Eagle Road – Collector Street, Landmark Center Drive – Collector Street.
Site Access	All access point(s) must be designed and constructed to meet the City of Greensboro standards. The maximum driveways allowable per development is 3 assuming there is enough street frontage to meet the required spacing. This development will require a right turn lane for the right in right out only driveway onto Bridford Parkway. Also, Eagle Road will need to be stripped as a three lane section on along the frontage of this development. The intersection of Bridford Parkway and Eagle Road will require dedicated, separate right and left turn lanes.
Traffic Counts	Bridford Parkway ADT = 14,300.
Trip Generation	24 Hour = 5,286, AM Peak = 432, PM Peak = 280.
Sidewalks	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types.
Transit	Yes.
Traffic Impact Study	Yes required per TIS Ordinance. Please see the Additional Information section of this report for the Executive Summary to the TIS.
Street Connectivity	N/A.
Other	N/A.

ENVIRONMENTAL REVIEW	
Water Supply Watershed	Yes, site drains to Lower Randleman Lake Watershed WS IV
Floodplains	N/A
Streams	N/A
Other	There is a previously approved Watershed Master Plan for this site. Development must be consistent with the approved plan or site must meet current watershed requirements.

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	Street Yard - 8' avg. width; 2 canopy/100', 17shrubs/100
<i>South</i>	SCOD-2 requires a 30-foot natural undisturbed buffer along any portion of the property that is adjacent to the Urban Loop right-of-way Otherwise, Type D Yard - 5' avg. width; 2 understory/100', 18 shrubs/100
<i>East</i>	Type D Yard - 5' avg. width; 2 understory/100', 18 shrubs/100
<i>West</i>	Type D Yard - 5' avg. width; 2 understory/100', 18 shrubs/100

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Growth at the Fringe Goal: Provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound

stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

POLICY 4G.1: Promote compact development.

Housing and Neighborhoods Goal: Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

POLICY 6C: Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

Connections 2025 Map Policies:

The area requested for rezoning lies within the following map classifications:

Existing:

Commercial: This designation applies to large concentrations of commercial uses, such as recently constructed major shopping centers and "big box" retail. Such properties may not be expected to undergo redevelopment or a change in use over the plan horizon, and the immediate areas in which they are located may not be suitable for the introduction of mixed uses. While some new commercial centers are anticipated, in general new retail and commercial service uses will be encouraged within more diversified mixed-use centers rather than as stand-alone shopping centers or expanding highway commercial "strips."

Proposed:

Mixed Use Residential: This designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced. Such use mixes are typically found in older, in-town neighborhoods that accommodate "corner stores" and other local services, as well as in newly developed traditional neighborhood developments (TNDs). This district is also applied in areas suited to a diverse mix of housing types and densities. Ensuring that buildings are of the appropriate scale and intensity is critical.

COMPREHENSIVE PLAN AMENDMENT HISTORY		
Case #	Date	Request Summary
CP-07-14	07/17/07	A request for a Plan amendment for the north side of Eagle Road, east of Landmark Center Boulevard, from Commercial to Moderate Residential, was approved by City Council

APPLICANT STATED REASONS FOR REQUEST

Explain in detail why the change is needed and a justification for such a change:

The applicant is proposing a development that includes both a residential and commercial component. The current classification would not facilitate this proposal so an amendment is requested.

Explain in detail the conditions that you think may warrant a Plan Amendment (i.e. unforeseen circumstances or the emergence of new information, unanticipated changes in

development pattern, rezonings, transportation improvements, economic opportunities, changes in socioeconomic conditions, etc.):

This site is located on the outer ring of an existing area designated for Commercial with areas designated Moderate Residential behind it. This project would provide an excellent transition between the two designated areas, combining both commercial and residential uses.

COMPREHENSIVE PLAN ANALYSIS

Need for the Proposed Change:

The applicant is proposing an integrated development combining multi-family residential with a small commercial area located on Bridford Parkway for the site located between the urban loop and the existing commercial and residential uses north of Eagle Road. Since the proposal includes a commercial component, a change in land use designation was warranted.

This site is at the southern edge of a large Commercially designated area that is focused around the West Wendover Avenue corridor and intersecting roadways and in between a large area designated for Moderate Residential uses. City Council approved an amendment to the Comprehensive Plan adjacent to this request in July 2007 from Commercial to Moderate Residential in part based on the argument that commercial development in this area of Greensboro has reached its manageable boundaries and supportive residential densities in close proximity are now more appropriate. Given the applicant's interest in promoting a development that clearly connects moderate density residential development to a commercial area, Mixed Use Residential appears to be the most appropriate designation.

This proposed designation also creates an appropriate transition between pure commercial uses and pure residential uses in this area. Moderate density residential developments are currently located on the other three quadrants of the urban loop and Bridford Parkway, establishing a trend for higher density residential adjacent to the highway. Based on all the recent development trends in this area the proposed amendment makes sense.

Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service, traffic counts, planned road improvements, transit, accidents statistics, and environmental constraints such as; location within a Water Supply Watershed, floodplain, streams):

None

Implications, if any, the Amendment may have for Other Parts of the Plan:

There is one additional site on the north side of Eagle Road that is currently designated as Commercial but might be considered for some residential or mixed use project in the future. Otherwise staff does not anticipate any significant changes to the designated land use pattern in this area.

Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3):

None

PLANNING BOARD COMMENTS

The Planning Board met on September 19, 2007, and made the following comments concerning this request:

- Proposal is in line with recent development trends introducing moderate density residential development at the edge of previously designated commercial area
- Having residential in close proximity to services makes sense

CONFORMITY WITH OTHER PLANS

The following aspects of relevant plans may be applicable in this case:

City Plans: A portion of the subject property is located within the Greensboro Urban Loop Scenic Corridor Overlay District 2 (SCOD-2), which requires a 30-foot natural undisturbed buffer along any portion of the property that is adjacent to the Urban Loop right-of-way. There are also provisions contained in the ordinance that control architectural details, limit building materials, and restrict signage.

The West Wendover Avenue/Guilford College Road Corridor Plan (June 1, 1995), an update of the original Wendover Corridor Plan (1989) which was contained in Guilford County's Southwest Area Plan, designated the northern portion of this property as Restricted Industrial and the southern portion as High Density Residential (greater than 8 units/acre) on the Future Land Use Map.

Other Plans: N/A

STAFF COMMENTS

Planning: This property was initially rezoned from conditional Corporate Park to its present zoning by the Zoning Commission on February 11, 2002. At that time, the anticipated land use for the entire 11.5-acre tract was a car dealership similar to the one that exists to the north. Staff recommended approval of that rezoning application since all abutting land was zoned for nonresidential use, or was in street or urban loop right-of-way. Staff pointed out that the request was compatible with the commercial zoning on the east side of Bridford Parkway and contained similar use limitations as those on the tract immediately to the north.

The developers of this project propose to build a maximum of 189 multifamily units in six buildings.

Multifamily residential development west of Stanley Road north of the Urban Loop dates back to November 1996 when City Council approved the rezoning to CD-RM-12 (#2532) for the initial part of Rachel's Keep. That was followed by a rezoning to CD-RM-12 (#2931) by the Zoning Commission in April 2001 for property to the west of #2532 and by a rezoning to CD-RM-8 (#3203) by the Zoning Commission in November 2003 for property to the south of #2931.

Since that time, the Bridford Downs development was rezoned to CD-RM-8 (#3203) by the Zoning Commission on November 10, 2003 and the tract immediately to the west of that property was rezoned to CD-RM-12 (#3576) by City Council on July 17, 2007. Thus, the trend in this immediate area on Eagle Road seems to be more residentially oriented since the subject property was rezoned in 2002.

This tract does not feature the high visibility that would attract a commercial use. There is an overabundance of commercially zoned property in the vicinity and industrial/corporate park use no longer seems viable based on the pattern of development that has taken place in the extended area. Multifamily use is compatible with the existing land use to the east and this type of zoning is a reasonable alternative to the current classification of the property.

This proposal is consistent with the Growth at the Fringe Goal and the Housing and Neighborhoods Goal as described above. It promotes compact development and, thus, is consistent with Policy 4G.1 and promotes the diversification of new housing stock (Policy 6C).

GDOT: No additional comments.

Water Resources: Possibility of wetlands, any wetland disturbance must be permitted by the State and the Corps of Engineers.

Housing & Community Development: Appropriate buffering to shield residential units from Urban Loop noise and glare would contribute to long-term quality of life for residents.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval of the Comprehensive Plan Amendment to the Mixed Use Commercial land use classification and approval of the rezoning to Conditional District – RM-12 Residential Multifamily primarily due to:

- An amendment to Moderate Residential has previously been approved for property adjacent to the subject property.
- This proposal is consistent with the Growth at the Fringe Goal of the Comprehensive Plan.
- This proposal is consistent with the trend in this area for moderate density residential development.
- This request is consistent with Policy 4G.1 and Policy 6C of the Comprehensive Plan.

ADDITIONAL INFORMATION**EXECUTIVE SUMMARY FOR PROJECT NUMBER 07-070****TRAFFIC IMPACT ANALYSIS COMPLETED BY JOHN DAVENPORT ENGINEERING, INC.****General Information**

Project Name: **Bridford Parkway Proposed Development** *Date:* **08/23/2007**

Developer Name: **Mega Builders LLC**

Jurisdiction: **City of Greensboro** **GDOT**

General Description

Mega Builders, LLC proposes a commercial/ residential development to be located at the intersection of Bridford Parkway and Eagle Road in Guilford County, NC. This site is south of Interstate 40, off of West Wendover Avenue in Greensboro, NC. As proposed, this development will consist of 6,000 square feet of retail, 189 units of multi-family residential and a drive thru commercial use for the out-parcel.

Proposed Access Points

The site plan indicates that the developer proposes to have one right in/right out access on Bridford Parkway and one full access on Eagle Road. Additionally, there is a parking lot on Eagle Road for the residential portion of this development with two driveways.

Analysis Criteria

Peaks analyzed: **AM/PM** *Build out Year:* **2011**

Intersections Considered in Analysis:

- West Wendover Avenue @ Bridford Parkway
- Bridford Parkway @ Bridford Place
- Bridford Parkway @ K-Mart / Home Depot Entrance
- Landmark Center Blvd./ Site Access @ Eagle Road
- Bridford Parkway @ Eagle Road
- Bridford Parkway @ Site Access (Right In/Out)
- Site Access @ Eagle Road
- Two Site Accesses (into parking lot) @ Eagle Road

Off Site Developments

Project Name: **n/a** *Developer:* **n/a** *Project Size:* **n/a** *Trip Generation* **n/a**

Committed Improvements

The southwest portion of the Greensboro Loop (Painter Boulevard) will pass to the south of this project. It is planned for completion in 2007.

ITE Trip Generation

24-hour total **5286** *AM peak:* **352** *PM peak:* **360**

Level of Service Table

Table 5.2 - Level of Service						
	AM Peak			PM Peak		
Intersections	2007 Existing	2012 Future No-Build	2012 Future Build	2007 Existing	2012 Future No-Build	2012 Future Build
West Wendover Ave. @ Bridford Pkwy.	D (35.2)	D (39.0)	D (41.3)	E (76.3)	F (97.6)	F (96.2)
Bridford Pkwy K-mart / Home Depot Entrance				B (16.6)	B (19.2)	B (19.3)
Bridford Parkway @ Bridford Place	B (12.8) WBL	B (14.0) WBL	C (15.8) WBL	B (12.3) WBL	B (13.3) WBL	B (14.3)
Bridford Parkway @ Eagle Road	B (13.3) WBL	C (15.1) WBL	F (309.4) WBL	C (19.5) WBL	D (26.5) WBL	F (389.7) WBL
Landmark Center Blvd./ Access C @ Eagle Road	A (8.8) SBL	A (8.9) SBL	B (10.5) NB approach	A (9.8) SBL	B (10.1) SBL	B (11.8) NB approach
Access A @ Bridford Pkwy			B (12.3) WBR			B (11.4) WBR
Access B @ Eagle Road			B (12.9) NBL approach			B (12.0) NB approach
Access D @ Eagle Road			A (9.6) NB approach			B (10.8) NB approach
Access E @ Eagle Road			A (8.8) NB approach			A (9.4) NB Approach

Recommendations

- Mark an 11 foot wide center turn lane on Eagle Road in the vicinity of this project
- Re-stripe Eagle Road for an 11 foot wide, 250 foot long westbound left turn lane
- Construct a 100 foot right turn lane on Bridford Parkway at Access A (right in/ out only)
- Monitor traffic signal at Wendover / Bridford to ensure optimal signal timing

Summary and Conclusion

This analysis has been conducted according to Greensboro Department of Transportation guidelines. We have made recommendations to address the noted deficiencies. The addition of the left turn lane on Eagle Road will provide storage for the queuing traffic waiting to turn left onto Bridford Parkway. However, it will not eliminate the projected delays expected during the peak periods. This intersection will need to be monitored to determine if signalization is necessary in the future. The re-striping of Eagle Road will enhance the capacity and safety of that facility. With these improvements in place, it is expected that the surrounding roadway network can accommodate the development of this project.